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ABSTRACT

A critique of recommendations by the Local Government Boundaries Commission (LGBC) related to improvement of rural education in Manitoba, Canada, is provided. Backed by footnotes and 12 appendices, the paper contends that the LGBC Report "fails to meet its technocratic objectives and also ignores a broad role for education in social development." Specific recommendations to improve the LGBC work include use of an outside consultant to direct activities of the LGBC, initiation of a series of conferences designed to define educational objectives, execution of a major policy statement of intent to extend to rural Manitobans a basic infrastructure for social development, establishment of school-based pilot community centers, implementation of contracts with institutions of higher education to create and operate a community education program in poverty-stricken areas, and initiation of a comprehensive evaluation of adult education needs and programs. Additionally, it is recommended that the Department of Youth and Education facilitate establishment of cooperative service centers, provide incentive grants to innovative teachers, train school administrators through use of consultants, and create a section devoted to needs of small schools. (AL)

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SOCIAL DEVELOPMENT IN RURAL MANITOBA

RC 002250

Lionel Orlikow,
Planning and Priorities Committee
of Cabinet Secretariat,
December 15, 1969.

SOCIAL DEVELOPMENT IN RURAL MANITOBA

The Manitoba Government must respond to the Local Government Boundaries Commission recommendations in respect to school boundaries -- at least in the Interlake -- during the 1970 legislative session. This paper contends that the LGBC Report fails to meet its technocratic objectives and also ignores a broad role for education in social development. Until this Government establishes policies in several related areas, a temporary system that can easily self destruct in a few years is the desirable alternative course of action.

I. PROCESS:

1. That this Government request an outside consultant -- say Professor Mayer Brownstone -- review the methodology, product, and presently proposed future activities of the Local Government Boundaries Commission. (page 7)

2. That this Government authorize a series of conferences coordinated by The Department of Agriculture to develop a Provincial consensus on what should be the purposes and objectives related to the quality of rural life. (page 9)

3. That the Premier make a major policy statement in which he will announce this Governments intent to extend to rural Manitobans a basic infrastructure for social development -- schools, community colleges, libraries, recreation, arts -- as soon as resources warrant.

II. STRUCTURE:

1. That this Government establish school-based pilot community centres in rural communities that would include such personnel and facilities as a library, recreation, arts, adult education. (page 10)

2. That this Government contract with Frontier College, Toronto, to undertake

    i) a broadly based community education program designed in cooperation with one of the most poverty-stricken Interlake communities.

ii) that this centre be designed as a base to train indigenous leaders to utilize their own community's resources. (page 10)

3. That an interdepartmental committee of those Departments engaged in adult education be constituted to assess current provincial adult educational activities with a view to recommending necessary rationalization and extension. (page 11)

4. That The Department of Youth and Education (pages 8, 12)

i) facilitate the establishment of regional cooperative service centres

ii) provide incentive grants to innovative teachers through local school divisions

iii) the Government employ consultants to train trustees - superintendents - secretary - treasurers.

iv) establish a section devoted to the needs of small schools.

The specific number of projects in each of the recommendations depends upon the desired scope of Government action -- the Interlake and/or remainder of rural Manitoba -- the winners and/or the losers. A paper to be given to P.P.CCnext month will deal with experimental centres designed to meet the problems of a single delivery system to clients and client particip-ation.

A. THE PROBLEM

The Manitoba Government soon must respond to the final report of the Local Government Boundaries Commission in respect to education in the Interlake area. The Commission's report must be analyzed in a provincial context for the implications of its criteria and methodology are closely watched by the remainder of the province.

The Government has broad policy alternatives -- to accept the recommendations of the LGBC report in toto, to reject them as completely, to find some compromise within this polarity, or to refer the issue for further study. It is the contention of this paper that the LGBC fails to deal with the needs of rural education on political, educational and social development grounds. Furthermore - simple adoption of its recommendations will produce serious dysfunctional consequences.

A number of basic constraints about the educational system first must be established by Cabinet decision:

1. Which communities will receive government encouragement on growth? Neither the LGBC nor any Department should have sole responsibility to devise and to implement its own unique plan.[1] Further, usual plans strip rural centres and do not build communities. The school represents the last enterprise to effect true communities in rural centres decimated by loss of shopping centres, economic recession, and external political decision-making. Any overriding plan dictates an orientation multipurpose and adaptable.

2. Who are the disadvantaged and how must programs be devised to meet their needs. Many rural centres combine many types of disadvantaged folk -- ethnic, racial, geographic isolation, socio-economic, physical -- who receive an inadequate quantity and quality of government service.[2] Departments working in isolation cannot dent the enormity of this problem. The rising share of the provincial budget allocated to education -- nearly 40 per cent -- threatens to extinguish other approaches that can remove the handicaps suffered by the disadvantaged.

3. Where is the role of the citizen consumer in decision-making? All governments face increasing citizens demands to find new access points in setting, implementing and evaluating legislation. The

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1. See Appendix A for a list of those communities that could lose their schools according to the standards set by the LGBC.

2. See, Communications, "Measured Intelligence and Academic Achievement as Related to Urban-Rural Residence", Rural Sociology, June, 1968, pp. 214-17. The author reviews the literature that demonstrates consistently lower scores on intelligence tests and academic achievement in rural areas.

Department of Youth and Education must re-define its role in provincial leadership. This author would resist strengthening of the bureaucracy in a centralized system without parallel concern for greater citizen involvement.

4. What does the Government intend to achieve in the field of education? Until that question is examined additional expenditures in education would produce scant return. Educational innovation is slow. Lack of an overall theoretical system, a complexity of interrelationships, the dynamic nature of the diffusion of new ideas. Consequently, progress has been frequently equated with more inputs -- higher teacher salaries, more audio-visual equipment -- and not with outputs - achievement scores, aesthetic interests. This paper is concerned with improvement of decision-making -- to make assumptions more explicit and to make logical estimates of alternative courses of action.

B. DEFINITION OF OBJECTIVES

Most goals of education have the same impact as those about motherhood. Their lack of crispness contributes to simple quantitative expansion of school services that produces debatable results. The LGBC is in that spirit:

> "to give the children in rural Manitoba the kind of education which will enable them to face the future on equal terms with their sisters and brothers in the larger urban centres and in other parts of Canada."

What do these words mean? The Commission intends to reach its goal through provision of larger schools, vocational education, and larger school divisions.[3] The aforementioned are instruments not operational objectives. An analysis by this author of the criteria and recommendations of the LGBC suggests others that are not in this Government's interest to adopt.[4]

1. Education is youth-centred. Programs are directed towards elementary secondary students and not to the needs of those adults and pre-elementary school children largely unmet by programs of government and voluntary groups.

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3. See Appendix B for the criteria employed by the Commission.

4. The criteria in a general sense also are employed by recent Royal Commissions in other provinces. One divergent emphasis is the Saskatchewan Royal Commission on Agriculture and Rural Life (Regina: Queen's Printer, 1956), Report No. 6, p. 317, in its concern for continuing education: "If care is taken to center community programs in the school, then the concept of broad citizen preparation for life in a modern democracy will be on the way to eventual realization."

2. Education is elitist. Streaming pupils into early distinct groups -- general course and university entrance -- helps to freeze expectations of pupils and teachers. Accessibility is based on debatable standards of achievement.

3. Education is a homogeneous fare for all clients. The LGBC ignored the aspirations of the Hutterians, Indians, Ukrainians, and Franco-Manitobans.

4. Education is still operating more as an art than science. Even the criteria provided on minimal size of schools and school districts differ from those provided in other sources.[5]

5. Education is the panacea to answer to the needs of the disadvantaged. Such critical issues as the educational roles of Departments as Agriculture, Health and Social Services, Mines and Natural Resources, in facing fundamental questions of inadequate medical attention, poor housing and discrimination in employment are ignored.

The LGBC reflects the state of Manitoba education. It jumps from vague ideals to specific means. Vocational schools[6] and large schools are not ends -- they are means to be applied to the resolution of certain problems.

It is not enough for the Commission to justify a course of action based on general agreement by Manitoba's educational establishment -- this Government must test the product by the problems of rural Manitoba.

What are these problems? A half century ago a Commission on Manitoba education outlined a number of somewhat similar concerns as the LGBC: retention of teachers, better facilities, higher pupil retention, rising student achievement.[7] The response by the two Commissions is similar, viz. to obtain a larger economic base for the administrative unit and to consolidate physically school services. Are these the problems? Aside from

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5. See Appendix C on suggested criteria that differ from those provided by the LGBC. One can select the criteria one wants to achieve whatever purposes one wants.

6. See Appendix D on an ideal Vocational Education offering. Will the Interlake pupils and parents be fooled into thinking they possess vocational education when they receive a five shop wing?

7. Manitoba, Report of The Educational Commission, (Winnipeg: King's Printer, 1924), pp. 74-85.

the fact that the province has assumed an increasingly larger share of school expenditures at the local level, it is doubtful that differences in rural-urban achievement is explained by relative differences in facilities and teachers.[8] An explanation for fewer winners in rural schools might be found in any combination of the following factors:

1. a difference in aspiration levels on school completion between those of educators and those of parents;[9]

2. an almost complete, absence of resources necessary for school success -- libraries, study centres, museums;

3. a "foreign" school environment hostile to certain minority groups;[10]

4. lack of formal means of communication between school and community;

5. individual physical and emotional problems associated with poverty that retard school performance;

6. geographic isolation from success models and opportunities for postsecondary education.

Any lessening in these problems since 1924 owe as much to a redundancy for youth labor on the farm, a desire to leave farms, a rise in public demand for educational credentials, decreased conservatism among many rural groups, as much as in improved school facilities.

Once the problems are identified, then emphasis in various approaches would differ according to local needs - student problems, staff strength, home demands, physical plant. Large numbers of Indian and Metis pupils could dictate more weight to intercultural programs. Within the Interlake objectives would differ according to environmental supports. Some sections are urbanized or bedroom communities for Winnipeg; others possess low incomes and high dependency upon many governmental health and medical services; finally, there are parts characterized by sparse population and dispersal of scanty services.

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8. It is doubtful that differences in rural-urban achievement are explained by relative differences in facilities and teachers. See James S. Coleman, et al., Equality of Educational Opportunity (Washington, D.C.: Superintendent of Documents, U.S. Government Printing Office, 1966) and President's National Advisory Commission on Rural Poverty, Rural Poverty in the United States (Washington: U.S. Government Printing Office, 1968).

9. How far does the existing elementary school -- upwardly mobile professionals, female-dominated -- offend many people living in poverty. See Appendix E.

10. How common is the communication gap noted in Appendix F found by Manitoba minorities?

Only development of adequate objectives phrased in operational terms permits an adequate examination of the diverse investment choices available to educational decision-makers -- teacher salaries, buildings, programmed materials, student mixes -- and a subsequent evaluation of the adopted strategy. Indeed it is quite likely that the educational enterprise cannot resolve these problems and attention must focus elsewhere.[11]

C. AN ALTERNATIVE APPROACH

RECOMMENDATION I:

1. That this Government request an outside consultant -- say Professor Mayer Brownstone -- review the methodology, product, and presently proposed future activities of the Local Government Boundaries Commission.

a) The recommendations of the LGBC must be examined in a broader context than that employed by the Commissioners and the educational establishment who supplied the criteria. One must note that to organize school divisions in order to obtain vocational schools still will not be obtained through LGBC recommendations.[12]

b) Schooling -- none of those characteristics usually identified with those of high quality educational activities are necessarily related to the size of school.

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11. For example, a study of some factors associated with rural and urban residence, percent of adults who were high school graduates, and percent of families with less than $3,000 income to enrollment rates and drop-out rates found: the most important correlate was high educational level of adults; economic status and racial composition moderately related; ruralness, not significantly related to enrollment rates, students age 16 and 17. National Committee for Children and Youth, Rural Youth in Crisis: Facts, Myths, and Social Change (Washington: Department of Health, Education and Welfare, 1963), p. 120. The LGBC placed high priority upon the latter item and virtually ignored the other more significant two.

12. See Appendix G on those school divisions that would not receive vocational classes.

i) build on the strengths of small size - intimacy of teacher-pupil relations, fewer variables to be affected in reorganization, significance to local neighborhood, representation of all parents in a direct manner -- now becoming more attractive to victims of large urban schools.[13]

ii) certain existing teaching-learning practices weak in small schools can be strengthened -

A) specialized teaching - can be facilitated in a variety of ways (itinerant teachers, amplified telephones, videotapes)[14] - and cost-benefit analysis can analyze relative advantages of alternatives as bussing pupils.[15]

B) vocational education - can be offered either through mobile shops for basic work and a combination of local academic study and periodic commuting to large vocational schools in Selkirk and Winnipeg.

C) the Regional Office can help diagnose needs of pupils, supply relevant teaching aids, evaluate results.

iii) an extensive record of contemporary small school operations is available from a host of centers in the United States[16] - unfortunately such attention is noticeable in its absence in Canada despite the geographical press to continue such small schools.

c) The narrow focus established by the LGBC fixed upon school elements that are disentegrating: grade levels, streaming required courses, time of school year. Even honored concepts on school building and teaching are questionable.Further, it is extremely questionable that the bait of vocational schools proferred by the LGBC should be a major cause for reorganization -- particularly when a large number of

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13. One example; Rogers G. Barker, Paul V. Gump, Big School, Small School (Stanford, California: Stanford University Press, 1964) found that while big schools offered more courses, students in small schools participated more per capita in positions of responsibility and in numbers of memberships.

14. Two examples of materials now availabe to small schools are described in Appendix H.

15. Where is the research on school transportation in Manitoba? See Appendix I for a crude outline of planning by objectives. For example, the need to facilitate extracurricular participation for bussed students must be resolved.

16. A few are the Western Small Schools Project, Great Plains School District Project, Catskills Area Project, Upper Midwest Small Schools Project, Texas Small Schools Project.

proposed secondary schooling still would not offer vocational courses.

RECOMMENDATION I:

2. That this Government authorize a series of conferences coordinated by The Department of Agriculture to develop a Provincial consensus on what should be the purposes and objectives of education defined in the broadest sense.

a) Unfortunately the public meetings conducted by the LGBC did little to educate rural Manitobans on issues. An analysis of Free Press and Tribune reports on the LGBC, 1966-69, revealed little understanding by Manitobans on the concept of educational change. Objections were made on specific proposals: 62 articles reported unfavorable commentary on the recommendations, whereas only four were favorable. One could attribute this as a blanket rejection by parochial interests opposed to progress; on the other hand, local concern could be attributed to genuine fears about change dictated externally.[17] Is there still time to employ the latter as a starting point to initiate a program of community education?

b) Much of the hostility to LGBC recommendations reveals a compounding of rural hostility based on - decisions made in Winnipeg and Ottawa, lack of knowledge of available alternatives, fear about declining communities. Why not? The participation encouraged by the LGBC is in the tradition of minimizing meaningful involvement. Education remains one of the last chances to affect decision-making by rural Manitobans.

c) The Department of Agriculture - Don Meadows - is prepared to initiate and coordinate such a program in cooperation with such groups as school inspectors, trustees, interest groups.[18] These proposed programs can be established at many levels - schools, geographical centres, racial groups -- and for varying lengths of time.

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17. See John E. Horton and Wayne E. Thompson, "Powerlessness and Political Negativism: A Study of Defeated Local Referendums", The American Journal of Sociology, March, 1962, pp. 485-93. The authors found that voting down local issues represents a type of mass protest, "a convergence of the individual assessments of the powerless who have projected into available symbols the fears and suspicions growing out of their alienated existence".

18. See Appendix J for a draft outline of the regional meetings. The content could be extended to include other issues as municipal government.

RECOMMENDATION II 1:

Establishment of community centres in each of the school divisions.

a) Community centres would be operated in cooperation and as part of selected existing schools. Ease of accessibility would permit local trustees - citizens - teachers to visit or to hear about, alternative educational strategies in meeting problems of the Interlake.

b) The projects could include -

i) extension of library services - joint school/public library facilities or a bookmobile and possibly central book processing - Miss M. Morley, provincial librarian;

ii) establishment of recreational activities - family and/or adult orientation - Mr. Al Miller, Department of Tourism and Recreation.

iii) conservation or outdoor education - an urban-rural student exchange program - Mr. Al Murray, Department of Mines and Natural Resources.

iv) development of cultural programs - concerts and workshops by Winnipeg groups - nongovernment groups as the Manitoba Theatre Centre, Winnipeg Sketch Club, Winnipeg Symphony Orchestra.[19]

c) These projects will create an infrastructure needed for social development in rural Manitoba. These activities already exist in minor form in the province and could utilize present personnel. Each supplements existing in-school programs though deep implementation could complement and even substitute for present school activities.

An examination of the clientele who now participate in such programs in Winnipeg reveals that most come from the middle-class. Extension into rural Manitoba can be defended on the grounds: to help retain professionals in rural centers, to provide a base for regular school activities; and to establish a base for more programs to attract nonparticipants.

RECOMMENDATION II 2:

Establishment of at least one community centre designed for the poverty-stricken would be designed between Frontier College, Toronto, and citizens[20] in order to -

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19. These are not to be designed as bringing culture to the masses. A proposal by the Manitoba Theatre Centre is in Appendix K.

20. A brief look at the intent of Frontier College is attached in Appendix L. The author possesses detailed reports of college activities in several isolated communities. Appendix L is "A Voice Unheard at the CYC Inquiry," The GLOBE and Mail, Friday, Dec 5, 1969. Copyrighted material deleted.

a) serve as a point of comparison with other projects in the province as those conducted by Newstart, Nesbitt Enterprises, The Department of Youth and Education;

b) at some future time to provide training for indigenous community leadership.

Possibly this form of community development works most successfully when the clients contract with an organization for service. Bureaucratic rules in line Departments might be most resistant to meeting the needs of nonparticipants.

RECOMMENDATION II 3:

a) Education in a definition broader than in-school programs for children injects other criteria beyond those simply of time spent on school buses. A school can help rebuild those rural areas which are increasingly only communities in a geographical sense -- a learning centre for adults too embarrassed to enrol in formal classes with strangers, a nearby place for students studying outside crowded and barren homes, a base for various Departmental representatives to coordinate activities. Construction of new large buildings entail costs of abandoning existing plant, higher school transportation costs, waste student time on buses must be balanced against the benefits of centralization. Only flexible buildings - ones subject to removal of surplus rooms or additions as new functions become evident - are logical in the unpredictable future.

b) Proposed government legislation to permit joint construction between a school district or area and other municipal public buildings only is permissive. Many rural municipalities are unwilling to engage in any capital expenditures now. For example, five library votes were held this fall, all failed. Can joint project developments include a broader definition of schools -- say the Province to pay a share of a pool, or library, or cafeteria? To encourage mobility towards broader participation can Manitoba Regulation 118/67 under The School Act be amended to encourage wider use of school buses?

c) Provision of facilities does not ensure their use. Recreation Commissions have been established but they have little stature and practically no budgets. Twenty years ago a Manitoba Royal Commission noted the inability of teachers to provide that leadership[21] -- there is less chance today. What could be achieved by doubling or even tripling the $2,000 provincial grant to municipal recreation leaders? Should not Regulation 24/60 under The Public Schools Act covering education grants to

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21. Manitoba, Report of the Manitoba Royal Commission on Adult Education (Winnipeg: King's Printer, 1947), pp. 140-41.

academic and vocational evening classes be broadened not just to type of course but also to length and time of course.[22] Does not the low provincial grant discourage involvement by those communities unable to levy an extra mill rate? What is education in 1969?

d) These questions cannot be asked much less answered in view of the existing confused state of adult education in Manitoba. A variety of Departments -- Health and Social Services, Education, Mines and Natural Resources, Agriculture -- combined with programs offered by school divisions and nongovernmental bodies provide a very short menu. Furthermore, there is little opportunity for new "experimental" programs as Newstart to inject their findings into other projects. Each group commences at square one in devising programs to meet the needs of the poor. At least two researchers -- J. Troniak, Health and Social Services, D. Hemphill, Youth and Education -- should be included on an interdepartmental committee on adult education.

RECOMMENDATION II 4:

a) need for a community oriented college system - to conduct workshops for Interlake professionals (government and nongovernment), to speak at local public meetings, to initiate action research, to provide formal postsecondary courses to those denied, accessability by geographic isolation.

i) several alternatives are available - branch centres of the Universities (as University of Winnipeg psychology classes in Thompson); extension upward of local school divisions (as the Adult Day Centre, Winnipeg); enlargement of university extension programs (now a minimal priority at three universities); a distinctive community college system (as Ontario); and expansion of the M.I.T. - M.I.A.A. three campi (the present Departmental intent). Each alternative provides a different orientation in providing service.

ii) it is doubtful if the latter possess personnel and practices to handle needs outlined in point a). Therefore, there is a desperate need to call together various interested bodies - The University Grants Committee, three universities, trustees and teachers - to examine various alternatives in the context of a total review of postsecondary education in Manitoba.[23]

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22. Manitoba, The Manitoba Gazette, May 7, 1960, Regulation 24/60, p.713.

23. See the proposal on the problem of university fees prepared for the P.P.C.C., December 14, 1969.

b) emphasis in innovation to be on teachers and not the creation of large division bureaucracies (currently found in Ontario).

i) considerable evidence exists to indicate that teachers learn more from fellow teachers[24] - than from superintendents, inspectors, consultants;

ii) encouragement to teachers to visit - see and talk with - teachers in situations similar to their own in the Interlake. This is an agricultural model of diffusion. Teachers can be released from classes by use of substitute teachers, practice teachers from University, volunteers from local community.

iii) small grants to encourage innovative teacher(s) - to develop local materials, to demonstrate new techniques. $10,000 say - at $100-$200 per accepted project - could fund a host of teachers throughout the Interlake and have much more impact than equivalent cost of employing one specialist teacher.

c) The two approaches stress the need to encourage reliance upon and growth of local resources.

Though the LGBC recommends larger size of school divisions, the estimated school divisions will not be able to provide the many special services required. One alternative would be to establish on efficiency grounds much larger school divisions say on the magnitude of The Regional Economic Boards. Such a proposal would diminish meaningful citizen participation -- low at even the present state of affairs.

d) Definition of Responsibilities between local and provincial governments

i) The employment of a handful of personnel to
   A) conduct training sessions for division trustees, superintendents, secretary-treasurers;

   B) introduce a similar system of performance budgeting in all Divisions.

ii) To investigate the possibility of central computer services for Provincial Departments and School Divisions.

iii) Establish a unit to examine, to find alternatives, and to provide service in meeting the needs of disadvantaged. This group would

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24. See Appendix M on sources where teachers learn, from Emil J. Haller, Strategies for Change (Toronto; Ontario Institute for Studies in Education, 1969).

draw upon the resources of many Departments while adding inputs of skills not found on a continuing basis.

iv) Provide guarantees to minority groups (to be defined later) against local majorities through such devices as election of ethnic advisory boards, provision of appeal to the Cabinet, right to petition for particular instruction, appointment of "sensitive" officials in The Department of Youth and Education.

v) Establish a unit to propose measures to apply modern technology, communications and mobility to the small schools that will continue in large numbers in at least the many isolated communities in Manitoba.

e) Responsibilities of Division-controlled regional cooperative service centre's

i) to be oriented toward the needs of a particular region - through the centre to be located in the region and control to be lodged in the member Divisions. This should not be another level of Government.

ii) staff to be drawn primarily from existing Department of Youth and Education inspectors and curriculum personnel.

iii) tasks to include provision of service activities too small for adequate single Division attention as a media centre, special classes for small numbers of pupils with special needs, diagnostic aids, mobile reading laboratories; negotiation with universities and community colleges for research, consultation, extension courses.

f) Responsibilities of School Divisions

i) a redefinition of the traditional Department definition in leadership that will shift certain existing activities -- as curricula -- to the operational level;

ii) along with this responsibility more accountability in setting and evaluating performance goals.

D. CONCLUSION

a) This proposal deliberately attempted to avoid making recommendations that would proliferate existing programs. Too little is evaluated about current operations to encourage any massive outpouring of

funds into vehicles that could be failing. For example, a study done in northern Alberta on teacher perception on factors influential for learning[25] demonstrates how some fundamental issues are ignored in schools. The sampled teachers saw as influential certain broad factors as -- family expectations, youth patterns, level of living -- but rated as uninfluential factors related to local conditions -- ethnicity, non-English language, bussing, country-town differences, work differences. Ouch!

b) One point is clear. Government's adoption of LGBC recommendations will produce <u>contrary</u> results to that claimed in one Commission report:

> " The recommendations contained in the following report were not arrived at lightly. The Commission was and still is concerned about the inconvenience which will result for many of the students wishing to attend secondary schools in the Interlake Area. However, the Commission is of the opinion that the recommendations contained in this report, when implemented, will provide opportunities for a vastly improved standard of education in the Interlake Area. We believe also, that the students and the parents will be prepared to accept the unavoidable inconvenience in order that they may, as much as possible within the circumstances, enjoy an equality of opportunity with students of other parts of Manitoba."[26]

c) Where does the money come to pay for the recommended activities?

i) examination of alternatives to existing programs.
   A) The annual estimates of $130,000 to the LGBC or a similar sum to a community education program

   B) The larger annual expenditures to LGBC consultants or a similar sum to develop approaches to train local leadership

   C) Continuation of school inspectors in vague roles or replacement into meaningful tasks (many other Departments have personnel in search of a new role).

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25. B.Y. Card, et. al., "School Achievement in Rural Alberta, an Exploratory Study of Social and Psychological Factors Associated with Grade IX Pupil Achievement in North-Eastern Alberta" (Edmonton: Alberta Teachers' Association, 1966), p.35.

26. Local Government Boundaries Commission, "A Provisional Plan for the Education System of the Interlake Region Province of Manitoba", December 18, 1967, p.iii.

ii) rationalization of current programs according to performance budgeting.
   A) The consultants for program budgeting with school divisions will find that present systems facilitate waste and also block knowledge of operations

   B) One central committee to review all capital plans by Departments and encourage joint planning of such facilities

   C) ruthless examination of proliferating programs to aid societal losers.

iii) this Government must establish -
   A) an operational definition of the objectives to be achieved through government initiative

   B) an analysis of alternative approaches to reach these objectives

   C) a mechanism to obtain maximum use of capital and operating programs.

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27. See Appendix N on accountability at the school level. "Learning Accountability Put into Practice," EDUCATION U.S.A., 10 Nov 1969. Copyrighted material deleted.

APPENDIX A

EXISTING SCHOOLS ON REDUCTIONS

ACCORDING TO COMMISSION CRITERIA - INTERLAKE SCHOOL DIVISIONS

The following is a summary of existing operating schools in the Interlake School Divisions. The location of each school in addition to the number of teachers (includes principals) and number of rooms (as teaching rooms, science laboratories, libraries but not auditoriums or gymnasium). Those schools that do meet the desired Commission criteria (viz. elementary school, 180 pupils; secondary, grades 10 - 12, 350 pupils) are circled in the column on pupils. A suggested list of recommended schools by the LGBC is somewhat contradictory - - Those schools that should be centres are x'd.

The available data are unsatisfactory, the table summarizes the information of The Boundaries Commission catalogue, Schools in the Interlake - Manitoba, March, 1968. Some refinements are needed for more precise prediction: quality of existing school plant, as those that need to be replaced or renovated; numbers and direction of Indian pupils under the Department of Indian Affairs and Northern Development; the position of Hutterian education; policy on location of vocational and/or comprehensive secondary schools.

DIVISION	SCHOOL	LOCATION	1 NO.OF ROOMS	2 NO. OF TEACHERS	NO.OF PUPILS
Lord Selkirk #11	Victoria Beach	Victoria Beach	3	3	(85)
	Walter Whyte Collegiate	Rural	5	3	(62)
	Grand Marais	Grand Marais	5	5	(136)
	Libou	Libou	5	3	(129)
	Happy Thought	E. Selkirk	18	17	357 X
	Mapleton	Rural	10	9	245
	Devonshire	Selkirk	11	10	256 X
	Doerwood	Selkirk	16	17	424 X
	Victoria	Selkirk	9	8	240
	Ruth Hoolper	Selkirk	6	6	(170)
	Robert Smith	Selkirk	20	21	446
	Selkirk Collegiate	Selkirk	43	53	1,101 X
includes 5 elementary schools of less than 3 class rooms.	Clandeboye	Clandeboye	5	5	(137) X
	Lockport	Lockport	4	4	(129)
			160	164	3,917
White Horse Plains # 20	Oak Point	Oak Point	4	4	(104)
	St. Laurent	St. Laurent	10	12	304
	St. Laurent Collegiate	St. Laurent	9	6	(104)
	Simonet	Rural	4	4	(109)
	Bernier	St. Ambroise	3	3	(69)
	St. Francois Xavier	St. Francois Xavier	6	6	(145)
includes 1 elementary school of less than 3 classrooms	St. Eustache	St. Eustache	12	7	185
	Elie	Elie	6	6	(169)
	Fannystelle	Fannystelle	8	3	(59)
			75	63	1,457
Interlake # 21	Stonewall "A"	Stonewall	7	6	(150)
	Stonewall "B"	Stonewall	19	19	355 X
	Stonewall Collegiate	Stonewall	17	24	432 X
	Stony Mountain	Stony Mountain	12	8	306 X
	Grosse Isle	Grosse Isle	4	3	(67)
	Balmoral	Balmoral	6	5	(124)
	Gunton	Gunton	4	3	(63)
	Teulon	Teulon	12	10	306 X

DIVISION	SCHOOL	LOCATION	1 NO.OF ROOMS	2 NO. OF TEACHERS	NO. OF PUPILS
	Teulon Collegiate	Teulon	16	16	(285)
	Komarno	Komarno	4	3	(73)
	Woodlands	Woodlands	7	5	(131)
	Brant	Argyle	4	4	(83)
includes 5 elem-	Warren	Warren	12	9	230 X
entary schools	Warren Collegiate	Warren	13	11	(196)
of less than 3	Rosser	Rosser	4	4	(110)
rooms			141	127	2,911
	Whytewold	Whytewold	4	2	(56)
Evergreen # 22	Winnipeg Beach	Winnipeg Beach	13	12	309 X
	Hjorna	Sandy Hook	4	2	(81)
	George Johnson	Gimli	12	12	368 X
	Gimli Public	Gimli	9	8	238
	Stefanson	Gimli	11	8	221
	Gimli Composite	Gimli	23	27	467 X
	Riverton "A"	Riverton	13	13	387
enrolment included	Riverton Collegiate	Riverton	8	8	(146)
in Arbourg "B"	Riverton "B"	Riverton	15	15	410 X
enrolment includes	Arbourg "A"	Arbourg	5	5	(136)
5 elementary	Arbourg "B"	Arbourg	15	20	544 X
schools of less	Arbourg Collegiate	Arbourg	13	10	(213)
than 3 rooms			136	142	3,576
	Armstrong	Inwood	7	7	192
Lakeshore # 23	Inwood Collegiate		4	Armstrong & Inwood	
	Ashern	Ashern	7	10	287 X
	Ashern Collegiate	Ashern	10	4	(97) X
	Moosehorn	Moosehorn	5	5	(139) X
	Moosehorn Collegiate	Moosehorn	8	6	(126)
	Steeprock	Steeprock	4	3	(77)
	Lundar	Lundar	10	10	266 X
	Lundar Collegiate	Lundar	6	5	(107)
	Eriksdale	Eriksdale	7	7	247 X
	Eriksdale Collegiate	Eriksdale	9	5	(110)
	Dehowa	Poplarfield	7	7	(143) X
	Poplarfield Collegiate	Poplarfield	4	Dehowa & Poplarfield	

DIVISION	SCHOOL	LOCATION	1 NO.OF ROOMS	2 NO. OF TEACHERS	NO.OF PUPILS
ncludes 14 elem-	Hodgson	Hodgson	3	3	(66)
ntary schools of	Fisher Branch	Fisher Branch	20	13	(307) X
ess than 3 rooms	Fisher Branch Collegiate	Fisher Branch	10	10	(229) X
			121	95	2,393
Hutterite Schools	12 to 14 (?)				
Indian Schools					
	Fairford	Fairford	12	?	?
	Jackhead Day School		?		
	Fisher River Day School		6		
	Peguis Central School		23		540
	Lake Manitoba Day School		3		
	Little Saskatchewan Day School		?		
	Lake St. Martin Day School		?		

SUMMARY OF BOUNDARIES COMMISSION RECOMMENDATIONS:

Lord Selkirk

Elementary: Clandeboye
Selkirk (2)
East Selkirk
St. Andrew's

Composite High School: Selkirk

Interlake

Elementary: St. Laurent
Teulon
Inwood
Warren
Stonewall
Stony Mountain

Composite High School: Stonewall

Evergreen

Elementary: Fisher Branch
Poplarfield
Arbourg
Riverton
Gimli
Winnipeg Beach

High School: Gimli

Lakeshore

Elementary: Gypsumville
Moosehorn
Ashern
Eriksdale
Lundar

Vocational School: Ashern

APPENDIX B

THE CRITERIA FOR DEFINING DIVISION BOUNDARIES

The Commission has accepted the following set of standards as minimums for the various types of schools likely to be required in the area:

1. The elimination, wherever possible, of the need to construct and maintain residential schools.
2. The establishment of elementary schools (grades 1 - 6) providing not less than one teacher for each grade taught, as well as the necessary support facilities. A foreseeable school enrollment of 180, attending grades one to six, should be the minimum.
3. Kindergarten classes for pre-school children could be accommodated in elementary schools if space permits and if teachers are available.
4. A junior high school facility (grades 7 - 8 - 9) might be established
   a) as a separate institution;
   b) in conjunction with an elementary school; or
   c) in conjunction with a senior high school.

   A foreseeable total enrollment of 180 students in grades seven, eight and nine should be the minimum.
5. The development or expansion of senior high schools (grades 10 - 11 - 12) providing secondary education to students desirous of qualifying for a general or university entrance course. This facility should provide the widest possible range of academic courses, as well as a limited number of additional courses required to meet the needs of the area. Such an institution should have a minimum total enrollment of 350 students in grades ten, eleven and twelve, in order to assure an adequate diversification of curricula and to warrant the support facilities considered desirable in a high school.
6. The establishment of vocational high school facilities to provide at least 50% academic instruction in university entrance or general courses, and the balance in at least five vocational courses, the range of which should be designed to meet the needs of the area. A minimum maintained total enrollment of 400 students in grades ten, eleven and twelve should be a prerequisite for the establishment of vocational high school, and the development of a larger enrollment should be encouraged to achieve the greatest possible diversification of courses.
7. The establishment of composite high schools which shall provide:-
   a) a university entrance course;
   b) a general course; and
   c) selected vocational courses.

   The latter to consist of a minimum of five vocational outlets and with a minimum of 50% of the program consisting of academic studies. The desirable enrollment is 750 students within three years of establishment.
8. School plant locations should be selected in such a way so as to require the least total number of student hours to be spent on a bus or other form of transportation.
9. Special classes including occupational entrance students, regardless of grade level, might also be included in the enrollment of secondary schools which meet the above standards.

APPENDIX C

SUGGESTED SIZES AND PARTS OF THE STRUCTURE

THE ELEMENTARY ATTENDANCE CENTER UNIT

Individual/Organization	Minimum	Optimum	Maximum
White House Conference on Education (1956)	225–250	300	.....
NEA Dept. of Elementary School Principals (1954)	.....	.....	500
National Commission of School District Reorganization	175	300	.....
New York Conneil for Administrative Leadership (1961)	500	.....	900
Ohio Dept. of Elementary School Principals (1966)	300	500	750
Howard Dawson, NEA Dept. of Rural Education	240		
William Rosenstengel	175	525	750
M. L. Cushman	175	.....	.....
Ralph Sollars, Ohio State University 1963	.....	400–499	.....
State Departments of Education—California, Illinois, Iowa, Minnesota, Pennsylvania, Connecticut, Florida, Georgia, Mississippi, Missouri, New Hampshire, New York, Washington	Generally agree on minimum size of one teacher for each grade, optimum of approximately 2–3 sections per grade, and 4 sections per grade as a recommended maximum.		

THE SECONDARY ATTENDANCE CENTER UNIT

Individual/Organization	Minimum	Optimum	Maximum
White House Conference on Education (1956)	.....	700–1,000	.....
National Commission on School District Reorganization (1948)	300–450	.....	.....
State Board of Education Study—Vermont—1964	600–2,000	.....	2,000
Interim Commission Study—New Hampshire—1961	.....	500	.....
George Peabody College (1965)	100 (Graduating Class)	.....	.....
James Conant (1959)	100 (Graduating Class)	.....	.....
State Departments of Education—New Jersey, New Hampshire, New York, Vermont, Washington, Wisconsin	Generally agree on either a 500 student or a 100 student graduating class as minimum size.		
William McClure, University of Illinois	700	1,000–1,200	.....
Ohio Association of Secondary School Principals (1966)	.....	1,350–1,500	.....
Korwitz and Sayres Study in New York	500	600–800	.....

THE ADMINISTRATIVE DISTRICT

Individual/Organization	Minimum	Optimum	Maximum
National Commission on School District Reorganization (1948)	10,000	.....	.....
Howard Dawson, NEA Dept. of Rural Education	1,600	9,800–12,000	.....
Harlan Beem, Midwest Educational Research Center	.....	11,000	.....
Edgar Morphet, University of California	1,200	10,000	
Teachers College, Columbia University (1961)	.....	20,000–50,000	.....
William P. McLure, University of Illinois	5,000–6,000	.....	.....
George Peabody College (1965)	10,000	15,000–20,000	.....
Connecticut Department of Education	5,000 for regionalized school districts		
Stephen K...evich, American Association of School Administrators	.....	10,000–12,000	.....

APPENDIX D

VOCATIONAL EDUCATION

I. AREAS

- Agriculture: agricultural production, management and leadership, horticulture, mechanics, related occupations.
- Home Economics: personal and family relationships, home management, consumer competence and responsibility; care and guidance of children; selection and care of the house and its furnishings, clothing for the members of the family, and food for the family and jobs related to this training.
- Business and Office Education: bookkeeping, clerical, office machines, data processing, secretarial, and stenographic.
- Distributive Education: retailing, wholesaling, service.
- Trade and Industrial Education: machine trades, auto mechanics, basic electricity and electronics, mechanical drafting, printing, welding, sheet metal, bricklaying, carpentry, plumbing, cosmetology, dental assistance, and like areas.

II. SIZE

Enrollment of vocational pupils:

minimum - 450-580; optimum - 1,350-1,740

Enrollment of district, K-12, to provide above number of vocational pupils:

minimum - 11,000-14,000; optimum - 32,000-42,800.

1. Great Plains School District Organization, Conference Report, May 20, 1968.

APPENDIX E

CHARACTEROLOGIC OR INTERPERSONAL STYLES: ATTRIBUTES OF MOST PEOPLE LIVING IN THE CULTURE OF POVERTY

1. Their life within the context of an extended family incorporates a *larger proportion* of available time (than is true of middle and upper class individuals) in interaction with relatives and with other people living nearby.

2. They are non-joiners of voluntary associations, including fraternal, church-related, and political associations.

3. They have a preference for the old and the familiar, demonstrated by a reluctance to engage in new situations, or to form new social relationships, especially to initiate interactions with strangers.

4. They demonstrate a marked anti-intellectualism, which expresses itself in little admiration for intellectuals, professors, writers, artists, the ballet, symphonies, etc., as well as in lack of support for schools or for the school activities of their children.

5. Males demonstrate "Machismo." This is seen as opposite behavior to being intellectual or engaging in such activities as the ballet. Males who demonstrate "Machismo" brag a great deal about their male conquests, and refuse to engage in any behavior which is associated with femininity, such as diaper-changing, dishwashing, cooking, etc.

6. They appear unable to postpone gratification. The tendency to live on a day-to-day basis looms extremely prevalent, and few provisions are made for long-range activities.

7. There is a great deal of use of physical force, for example, to settle arguments, or in the use of physical punishment with disobedient children.

8. They are extremely fatalistic in their view of the world, feeling that they have very little control over nature, over institutions, or over events.

Adapted from: Cohen, Albert K., and Hodges, Harold M., "Characteristics of the Lower-Blue-Collar Class."

APPENDIX F

A Navajo hogan in the Shiprock, New Mexico, area: Billy Yazee, a six-year-old Navajo boy, is listening to his father Paul who is talking. The boy's grandfather has just left. "Billy, you must'nt look at Grandfather's eyes when he talks to you. He's an old and wise man. To look in his eyes is a sign of disrespect."

A teachers' lounge at Billy's school: Two teachers are discussing the new crop of first graders. "Notice how shifty they are, they never look you in the eye." "I know, you can't tell if they are listening to you or just being rude. I noticed the parents act the same way."

A classroom: "Billy, look at me when I talk to you! Billy! That's better!"

The first grade teacher is frustrated when she tells Billy to put his paints in his desk and instead, he leaves the materials on top of his desk.

Billy's class of beginners is having considerable trouble with the basic readers. They can't speak English yet, but the state course of study calls for reading instruction in the first grade.

A school hallway: "I don't understand it, they simply don't seem to care about grades. Why when I was teaching in Albuquerque, you should have seen those kids compete."

"The only thing they understand is punishment. Rewards don't seem to mean a thing."

It's now second grade. Billy's father has been to school to see why Billy is so unhappy, why he'd rather stay home. The teacher has explained that Billy simply won't raise his hand and answer the questions, even when he knows the answers. Billy won't do his homework, explains the teacher. In a parting gesture of friendship, the teacher gives Paul Yazee's hand a good, firm handshake and thanks him for coming in. The teacher feels a bit uneasy. Mr. Yazee didn't squeeze his hand. In fact, he sort of drew back a bit when the teacher squeezed it.

PROVISIONAL PLAN FOR EDUCATION 1969

PROVINCE OF MANITOBA

Statistics Relating to Proposed School Divisions

PROPOSED DIVISIONS	TOTAL POPULATION		Total Enrollment Grades 1-12		Enrollment Grades 10 - 12			
	1966	1976	1968	1976	1968	1976	-	
Morden-Winkler-Altona	20,048	18,029	5,031	4,614	891	1,103	2A & 1V	
Pembina Valley	7,642	6,032	1,961	1,455	465	371	1A	NO
Midland	9,745	8,396	2,446	2,078	500	444	1A	NO
Morris-St. Pierre	16,211	13,502	4,411	3,490	897	801	2A or 1C	MAYBE
Hanover-Seine River	19,222	20,116	5,656	5,673	907	1,122	2A or 1C	MAYBE
Agassiz	18,116	19,419	5,312	4,560	785	742	2A	NO
Minnedosa-Neepawa	21,570	18,502	5,320	4,115	1,179	1,059	3A or 1C	MAYBE
Portage la Prairie	25,703	26,368	6,110	6,071	1,237	1,516	2A or 1C	MAYBE
Tiger Hills-Mountain	13,681	11,866	3,621	2,780	685	630	2A	NO
Antler River	7,946	7,004	1,877	1,517	432	386	1A	NO

APPENDIX G

PROPOSED DIVISIONS	TOTAL POPULATION 1966	1976	Total Enrollment Grades 1-12 1968	1976	Enrollment Grades 10-12 1968	1976		
Turtle Mountain	9,815	8,508	2,403	1,928	471	472	1A	NO
Souris Valley	7,388	6,435	1,726	1,398	367	366	1A	NO
Fort la Bosse	12,584	11,368	3,317	2,882	636	783	1A or 1C	MAYBE
Birtle-Russell	12,858	10,223	3,010	2,394	725	539	1A	NO
Hamiota-Strathclair	9,182	6,871	2,286	1,462	548	432	1A	NO
Brandon	47,618	53,418	9,687	11,390	2,073*	3.108**	4V & 1V	
Dauphin	18,746	17,971	4,906	4,181	1,034	891	1C	
Intermountain	13,054	10,223	3,375	2,252	722	529	2A	NO
Swan Valley	13,683	12,093	3,462	2,834	674	661	1A or 1C	MAYBE

* Excluding D.N.D. Bases Rivers and Shilo

** Including D.N.D. Bases Rivers but not Shilo

Academic - 350
Vocational - 400
Composite - 750

APPENDIX H

PATTERNS IN ARITHMETIC:

AN INSTRUCTIONAL PROGRAM

ADAPTED FOR RURAL ELEMENTARY SCHOOLS

What Is It?

Patterns in Arithmetic is a mathematics program for grades 1-6. The basic instruction is presented through a series of 15-minute televised lessons. Materials for the elementary school mathematics program include:

1. 365 videotaped lessons
2. Student workbooks
3. Teacher booklets
4. Testing materials

These materials are being developed by the Research and Development Center at the University of Wisconsin. The lessons are intended for broadcast on educational television stations.

The Northwest Regional Educational Laboratory is adapting the materials to make them usable in small schools located outside the range of educational television stations. Lessons are being converted so they can be presented on small videotape recorders in the school. Scheduling is being adjusted to fit the program into the organization of a small, rural school. A training program is being devised to prepare teachers in rural schools to use the materials.

How Does It Work?

The program uses two 15-minute televised lessons each week to present basic mathematics concepts. Pupil exercises provide followup work for each telecast. Teacher notes also accompany each telecast. These notes review the objectives of the program and suggest activities related to the television program.

When Will It Be Available?

Materials for grades 1-2 are being tested in five rural, elementary schools in the Northwest during 1968-69. Grades 3-4 will be added in 1969-70 and grades 5-6 in 1970-71. This testing is being coordinated locally by staff members of the Alaska, Idaho and Montana State Departments of Education. The program will be ready for general use in 1972.

SELF-INSTRUCTIONAL MATERIALS

FOR HIGH SCHOOL STUDENTS

What Are They?

Self-instructional materials make it possible for students to learn skills for themselves. Materials include step-by-step instruction books, films, tapes, equipment for practicing skills, models for students to check the quality of their work, and tests for self-evaluation.
MATHEMATICS - Thirty lessons comprising a full year of advanced instruction for students who have completed a year of algebra and a year of geometry.
PHYSICAL SCIENCE - Fifty lessons comprising a full year of instruction in the basic principles of physical science.
WELDING - Eight lessons in arc welding which can be used as a unit of an industrial arts course.
PLASTICS- Four lessons which can be used to supplement an industrial arts or science course.
ELECTRICITY-ELECTRONICS - Six lessons which can be used as a unit of an industrial arts or science course.
SPEECH - Six lessons which can be used as a unit of a speech course.
SHORTHAND - Beginning instruction in Gregg shorthand.
DRAFTING - Beginning instruction in drafting techniques.

How Do They Work?

The self-instructional materials make it possible to enlarge the curriculum in small, rural high schools. The materials can be used to supplement the curriculum in all schools. Teachers are freed from routine work and have more time to help individual students.

A student using the self-instructional materials works independently and proceeds at his own pace. A student first reads the instructions in his course guide. He then watches an instructional film or a filmstrip-tape presentation on an easy-to-use cartridge projector. The film periodically stops for the student to answer a question or respond. The student practices the skill he is learning. Finally, the student compares his work to professionally produced models or takes a test to determine his success in mastering the skill. A teacher manages the student's work, but does not need to have special training in the particular subject matter.

When Will They Be Available?

The materials are now being field tested in 10 high schools in Alaska, Idaho, Montana, Oregon and Washington.

APPENDIX I

The chief objectives of school transportation are:

1. To furnish transportation to those pupils whose health or distance from the school make this service essential.
2. To provide the safest school bus operators and transportation equipment possible.
3. To operate transportation efficiently and economically.
4. To adapt transportation to the requirements of the instructional program.
5. To maintain conditions on the buses which are conducive to the best interests of the pupils, including mental, moral, and physical considerations.

To achieve the above objectives, certain factors need to be considered. For this reason the following criteria are suggested as desirable for route planning:

1. Keep at a minimum the number of hazards such as steep hills, dangerous approaches to intersections, railroad crossings, narrow bridges, and sharp curves.
2. Make sure that necessary "turn-arounds" are safe and suitable in all weather conditions.
3. Load and discharge pupils so that it is not always necessary for them to cross main highways in order to reach their homes.
4. Plan routes so that the majority of the secondary children do not have to ride in excess of one hour one way to or from school. Elementary students should probably spend somewhat less time enroute than secondary students.
5. Avoid all duplication of unnecessary mileage of any kind.
6. Each route should provide a reasonable pupil load for the bus used.

A key to the distance a student can be transported within the reasonable time limitations mentioned above is the type of routing used. School officials responsible for the planning of bus routes should be familiar with the various types of routes which may be used individually or in any combination. The most common types are as follows:

1. A circular route is a main or trunk route which circumscribes an area by using different roads on the outgoing and incoming trips. On a given trip, none of the mileage is covered in both directions. The circular route has the advantage of equalizing the time which pupils spend on the bus. This is accomplished if the bus travels in the same direction on each trip so that the first child on in the morning is the first off at night. This type of routing usually cuts down the distance that students can be transported as the time enroute for the first students on the bus is longer than it would need to be with other types of routing.
2. The shoestring or spoke route is a main or trunk route which extends from the school to some terminal point out in the district. If the bus is stored at the school, the same road or roads are used on the outgoing and incoming trips. On a shoestring route the children travel more or less directly toward the school.

Great Plains School District Organization Report
The Great Plains School District Organization Project, Lincoln, Nebraska
June, 1968.

3. A feeder route extends from some transfer point on the main route farther out in the district The use of a feeder route may be advisable for one or both of the following reasons: (1) to limit the use of large buses to imp oved roads, or (2) to reduce travel time on the main route.

4. A spur route is similar to a feeder route in that it extends from a point on the main route farther out into the district. The distinction is that the regular main-route bus serves the spur, whereas an auxiliary vehicle serves a feeder. Spur routes are necessary where main routes do not meet established standards of service.

5. A shuttle route, extends between two or more school buildings. Routes of this type are often required for the transfer of pupils in districts operating two or more attendance centers.

In addition to laying out the routes, consideration should be given to the various methods of serving these routes. The plans for serving routes will have an important effect upon the number of buses and drivers required as well as upon the quality of the service. There are three principal types or trips: single, dual, and double:

1. The single trip involves a morning and an afternoon trip by one bus on each route This form of service is well adapted to sparsely settled areas. It also meets the needs of schools where the instructional program requires that both elementary and secondary pupils arrive at the same time. The single trip plan requires a maximum number of buses and drivers as each route is covered but once and each bus serves but one route

2. The double trip plan calls for each bus to cover two or more different routes morning and afternoon. This plan is suited to districts of greater population where distances are not great As children of all grades are carried on each trip, program adjustments in the instructional schedule are necessary to avoid idle waiting time at the school. If these adjustments can be made without sacrificing the interests of the children, the double trip plan may be economical by requiring fewer buses.

3. The dual trip plan, also known as dual routing, calls for two or more morning trips and two or more afternoon trips over the same route by each bus. This arrangement is feasible only where route distances are relatively short. High school pupils may be brought to school on the first morning trip, with elementary children arriving on the second trip. In the afternoon the elementary children may be scheduled to leave on the first trip if it is desired that the elementary day be shorter than the high school day.

Economies in route service may be brought about by use of the double or dual trip plan. Either method may reduce by as much as fifty percent the number of buses needed to meet the transportation requirements of a district. Any reduction in the number of buses will represent a substantial saving in fixed charges and other costs of transportation. It should be noted, however, that where routes are necessarily long, it is generally not possible to use dual or double trips. Also, it is most important that requirements of the instructional program be in no way neglected as a result of the use of dual or double trips.

APPENDIX J

The Proposal

I That a series of regional and provincial conferences be organized, having the following general objectives:

1. To develop a Provincial consensus regarding what should be the purposes and objectives of the publicly supported educational system as we move forward into the 70's.
2. To develop a set of broad policy guidelines regarding the rationalizing, operationalizing and modifying of our present educational systems (elementary, secondary schools, Technical Institutes, libraries, government department educational programs, etc.) and socio-economic resources toward the achievement of these agreed upon purposes and objectives.

II These conferences will attempt to serve the following purposes:

1. Provide an opportunity for involvement by a sufficient number of citizen representatives to give the average person the feeling that his needs are being voiced and are receiving reasonable consideration.
2. Provide the maximum possible opportunity for all those people or groups relevant to the future development of our public educational system to interact with each other so that real understanding is developed regarding the nature of the problems being tackled, the alternatives available, and their probable implications, (i.e. those major groups relevant to the question are: a) those who are or will be affected, ex. parents, students, the average citizen; b) those experts who have relevant information - educators,

scciologists, psychologists, community planners, etc. ;

c) those who must carry out or administrate policy - politicians, teachers, civil service administrators.)

3. Provide enough time for the necessary information to be disseminated, its meaning gained, interaction to occur between conference participants and the publics they represent, feed-back into the conferences to occur, a wide consensus develop, etc.

4. Provide the structuring (regional feeding into provincial conferences, etc.) that will enable the defining of and differentiation between local, regional, and provincial concerns and areas of responsibility.

III The decision regarding whether to proceed on the basis of this alternative or another should be made at Cabinet level. Successful implementation would depend upon participation and co-operation of several government departments (education, agriculture, municipal affairs, health and social services, libraries, etc.) P.&AP. Committee, various consultants, Manitoba Teachers Society, Trustees Association, etc., etc.

IV Some funds would be available under Department of Agriculture Community Affairs Program for a start early in the 1970 year.

APPENDIX K

INVOLVEMENT OF THE MANITOBA THEATRE SCHOOL AND THE SCHOOL TOURS OF THE MANITOBA THEATRE CENTRE WITH RURAL MANITOBA

The staff of Manitoba Theatre School will continue to be available to visit rural Manitoba. But programs organized locally and covering various sections of the community, or which are made available to a number of different communities, would have much more significance. A professional drama teacher in a week-end workshop could introduce creative theatre to a large number of students, if it were carefully planned on a local level. A few days, a week-end, or a week spent in a community, or travelling through a particular area would be most valuable if all sections were involved, from teachers groups, to students and amateur drama clubs.

Programs introducing creative theatre would particularly stress the idea of continued activity in classroom or drama club. A link would be made with the professional theatre. Besides the general advice that could be given to drama groups, this would be especially important in terms of new ideas within the theatre. For instance as a result of my Thompson week-end the drama group there has embarked on a completely experimental program of theatre.

Courses must be planned first of all as an introduction to an activity to which a local group has perhaps not been previously exposed. But if there is local interest they must be able to continue on their own. The training of local leaders is essential. Schools should be encouraged to visit the Manitoba Theatre School on field trips. A full or half day spent there, with classes given covering various aspects of the work, would be an excellent introduction.

For the time being the Manitoba Theatre School in Winnipeg can continue to be the focus of these activities. For instance, many more out of town schools are expected to enter the High School Drama Festival in 1970. Probably the best way of training local leaders is to have them attend the School on week-ends. This does not happen at present but could be facilitated by a provincially sponsored program.

But eventually there needs to be a de-centralization. The High School Drama Festival could easily be reproduced in Brandon, organized locally on the lines of the present one, and adjudicated by the Theatre School. After a group of leaders have been prepared, mini versions of the Theatre School could be established in any community where there was sufficient interest.

The Neepawa Arts Festival and the Gimli Arts Festival have enormous potential and should be strongly encouraged. The former is most suitable for individual training in particular arts, whereas tne latter supplies a more general leadership course in many art forms.

The summer student touring program should be extended. It can visit more towns particularly in the north of the province. It would also be most suitable for Indian communities. As the tour program uses both presentation and teaching it might have considerable value to continue on week-ends through the winter months.

The experience of working more extensively in Ontario indicates that there are distinct possibilities in Manitoba for inspiring an interest in theatre in the out of town communities. The real achievement is when the local group from the town or the school develops its own theatre or creative drama activities; and towards that end an easy and constant relationship with the Theatre Centre must be established. And even without such activity immediately blossoming from these programs this relationship would facilitate such a development when the time was right. If it were seen that such programs as those outlined above readily available and that there were known people able to give advice and to travel, then interest in drama which now seems very quiet in the province as a whole, would soon become most apparent.

The Manitoba Theatre Centre annually runs two school tour programs, one in the Fall for Elementary Schools, and the other in the Spring for Junior and Senior High Schools. We are anxious that they should be made available to rural Manitoba. The cost involved would be $280.00 per performance with a definite booking of ten performances in one week.

David Barnet,
Director of Educational Theatre,
Manitoba Theatre School.

APPENDIX M

"Sometimes teachers run into problems in curriculum or methods. When that occurs, they can go for help to several sources. Would you rank the following sources in the order in which they provide help to you?"

Sources of Help

Response	N	%	Ranking
1. The Principal	14	30.4	2.07
2. Central Office Specialists in Curriculum or Methods	9	19.6	2.62
3. School Inspectors	0	-	3.55
4. Other Teachers in the School	23	50.0	1.76

"A teacher may get ideas and insights about teaching and learning from many sources. Would you rank the sources listed below in the order in which they have been most useful to you?"

Sources of Useful Ideas

Response	N	%	Average Ranking
1. In-service courses given by the school system	11	24.4	2.91
2. Informal conversations with my colleagues	14	31.1	2.89
3. Books and magazines in the field of education	7	15.2	3.20
4. College and University courses in education	10	22.7	4.21
5. Meetings I have attended in and around the district	1	2.2	4.13
6. My immediate superior	3	6.5	4.60
7. Inspectors or other central officer personnel	0	-	5.57

"Suppose an unfamiliar teaching idea were being advocated by each of the sources listed below. For it to be really worth your while to try the idea out, which of these sources would seem most reliable?"

Reliability of Sources of New Ideas

Response	N	%	Average Ranking
1. An elementary school principal	8	17.8	2.93
2. An article by a respected professor of education	3	6.8	3.93
3. A colleague teaching the same grade as you	19	43.2	2.30
4. An inspector	4	8.9	3.73
5. A widely quoted textbook	3	6.8	3.32
6. An educational research journal	8	17.8	3.39